

# Frankfort Franklin County Comprehensive Plan




Adopted January, 2001

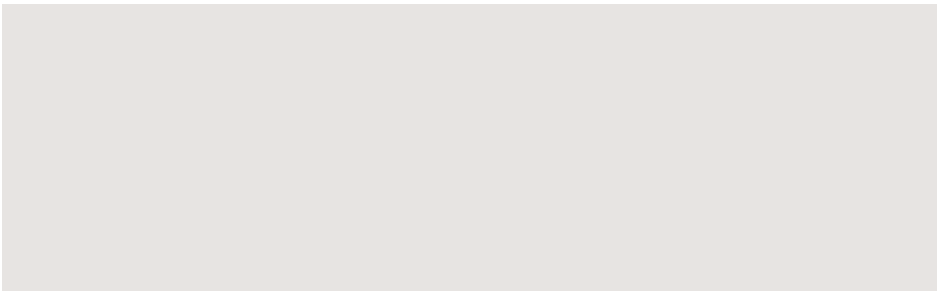
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## Section 1: Introduction and Background



*As home to Kentucky's capital and center of State government, the Frankfort/Franklin County community intends to maintain and strengthen a sustainable and livable community that can be a long-term source of pride to the entire Commonwealth. This Plan creates the vision to accomplish that goal.*

The Frankfort/Franklin County Comprehensive Plan Update is the long-range plan for the future development of the City of Frankfort and Franklin County, Kentucky. It promotes a desired land use pattern in response to anticipated growth rates and growth constraints. The plan represents a conscious decision by the Frankfort/Franklin County community to anticipate and make choices about the community's future. It provides a vision for the future and a foundation for managing the region's growth. This Plan is the result of a year and a half process built on a dual foundation of strong citizen involvement and solid understanding of the factual reality of the growth trends, patterns, and constraints. This Plan represents the values of the Frankfort/Franklin County citizenry.

The Frankfort/Franklin County Comprehensive Plan is the official update of the Comprehensive Plan adopted on December 9, 1993, effective February 1, 1994. This Plan was prepared pursuant to the process outlined by the State Legislature in KRS 100. The entire process took 18 months starting in January, 1999.

In preparing this Plan, an intensive effort was made to involve citizens throughout the City and County in planning for the community's future. Initially, there was a kick-off/orientation meeting with elected officials where the consultants introduced the planning concepts and processes that the officials would be dealing with throughout the length of the planning process. Also, a Comprehensive Plan Steering Committee was formed, made up of citizens appointed to act as an advisory group at key points throughout the process. The Steering Committee met numerous times in settings that were open to the public. The citizen involvement process also included one-on-one interviews with a dozen leaders within the community; four public workshops located at various venues throughout the City and County; a countywide planning issues survey; and a policy workshop.

The community involvement component contributed greatly to gaining a balanced view of what is important to the citizens of the City and County. In the case of Frankfort/Franklin County, healthy managed growth is important to the community. This Plan incorporates a managed growth theme: growth is healthy, but it should be managed for the community good. A healthy economy is important; so, too, is a healthy natural environment. Similarly, strong public services and infrastructure are important, but they are to be used as a tool to manage growth, not simply as a service to be provided in response to demand. This Plan balances the need for planning for new growth areas while preserving existing neighborhoods. Lastly, this Plan emphasizes the importance of developing tools to ensure the preservation and creation of community character through development standards that ensure high quality growth.

As home to Kentucky's capital and center of State government, the Frankfort/Franklin County community intends to maintain and strengthen a sustainable and livable community that can be a long-term source of pride to the entire Commonwealth. This Plan creates the vision to accomplish that goal.



## Section 2: Land Resource Analysis

The foundation for any community planning effort is a solid understanding of the anticipated future growth of the community. This understanding must be balanced with an awareness of how much growth the community can reasonably accommodate based on existing regulations. The anticipated future growth can be viewed as the “land demand” component, while the “land capacity” component offers an understanding of how this demand might be accommodated. The comparison of these two analyses then provides a basis from which to create policies about how the demand should be accommodated. These policies are found in each component of the comprehensive plan including the land use plan, transportation plan, and community facilities plan as well as in the recommendation of various implementation strategies.

### Existing Land Use

The first step in evaluating land resources in Frankfort/Franklin County is the examination of existing land uses. An understanding of the current land use composition provides a basis on which future trends may be projected and development policies may be created.

Utilizing maps available from the Frankfort Electric and Water Plant Board (FEWPB) as a basemap, existing land usage was documented using aerial photography, United States Geological Survey (USGS) maps and field checks. For the purposes of this plan, it was only necessary to provide a general land use database to demonstrate existing development including the use, density, and locations of such uses. Land uses in Frankfort/Franklin County were placed into one of the categories on the following page and then illustrated on the Existing Land Use Map.



**Rural Residential:** Rural residential areas are those areas that are not part of a larger subdivision development nor are these areas connected with an approved, centralized sewage treatment facility; they are single family dwellings that have individual access to major arterial and collector roads.

**Suburban Residential:** Suburban residential areas are those that were most likely developed as part of a larger subdivision development; they are single family dwellings that are connected to a series of cul-de-sac roads along with access to local and collector roadways.

**Village Residential:** Village residential areas may contain both single and multiple family dwelling units that are situated on a highly interconnected street system that may be an extension of the urban grid pattern from an adjacent town.

**Multiple Family Residential:** Multiple family residential areas refer to large apartment and condominium developments.

**Commercial/Office:** Commercial/office areas are those characterized by typical retail and business related development.



**Institutional:** Institutional areas refer to any public or semi-public facility such as: schools, churches, hospitals, libraries, government complexes, and other facilities that are largely accessible by the general public.

**Industrial:** Industrial areas represent any range of manufacturing uses that operate in the production or assembly of goods.

**Recreation:** Recreational areas refer to those uses specifically structured for active and/or passive recreational uses.

**Agricultural:** Agricultural areas are those areas that are maintained as farmland or for the raising of livestock.

**Woodland:** Woodland areas represent large timberlands.

**Undeveloped:** Undeveloped areas represent land that is not observed as being occupied by any other land use type listed above.

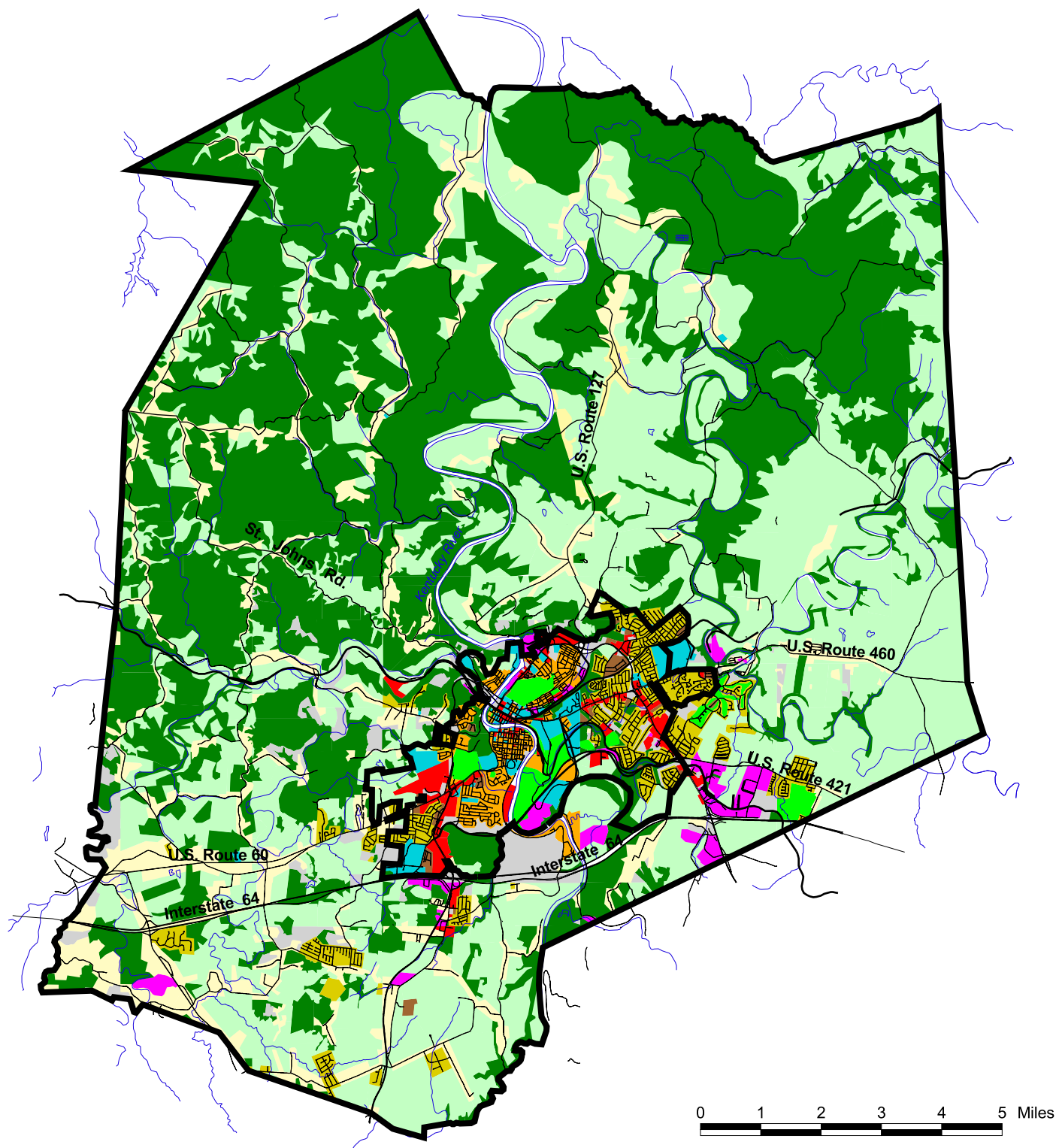
Figure 2-1 provides a summary of existing land uses including the total number of acres by category and the percentage of the total County.

Figure 2-1  
Existing Land Uses by Category

Land Use Category	Acres	% of County
Rural Residential	12,353	8.8%
Suburban Residential	4,576	3.2%
Village Residential	1,541	1.1%
Multiple-Family Residential	397	0.3%
Commercial/Office	1,253	0.9%
Institutional	1,314	0.9%
Industrial	1,273	0.9%
Recreation	1,157	0.8%
Agricultural	53,111	37.7%
Woodland	60,345	42.9%
Undeveloped	3,491	2.5%
<b>Total</b>	<b>140,811</b>	<b>100%</b>

The current land use distribution above shows a little more than 80% (or 117,000 acres) of the County's total land area is currently being used for agricultural, woodland, or undeveloped uses.





## Frankfort/Franklin County Plan

### Existing Land Use

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<span style="display: inline-block; width: 15px; height: 10px; background-color: #FFFF00; border: 1px solid black;"></span> Rural Residential	<span style="display: inline-block; width: 15px; height: 10px; background-color: #FF00FF; border: 1px solid black;"></span> Industrial	
<span style="display: inline-block; width: 15px; height: 10px; background-color: #FFA500; border: 1px solid black;"></span> Suburban Residential	<span style="display: inline-block; width: 15px; height: 10px; background-color: #00FFFF; border: 1px solid black;"></span> Institutional	
<span style="display: inline-block; width: 15px; height: 10px; background-color: #FF8C00; border: 1px solid black;"></span> Village Residential	<span style="display: inline-block; width: 15px; height: 10px; background-color: #00FF00; border: 1px solid black;"></span> Recreational	
<span style="display: inline-block; width: 15px; height: 10px; background-color: #A0522D; border: 1px solid black;"></span> Multi-Family Residential	<span style="display: inline-block; width: 15px; height: 10px; background-color: #006400; border: 1px solid black;"></span> Woodland	



## Development Constraints



Kentucky River

While it appears that a vast majority of the County still remains available for future development, a considerable amount of the agricultural and woodland areas occupy parts of the county where natural features such as topography and floodplains pose constraints to future development. The abundance of steep topography throughout the northern portion of Franklin County has had a significant role in the lack of development in Franklin County to date. As such, the future growth of the county through the planning horizon year of 2020 will also be greatly influenced by the development constraints of topography and floodplains.

### ***Steep Topography***

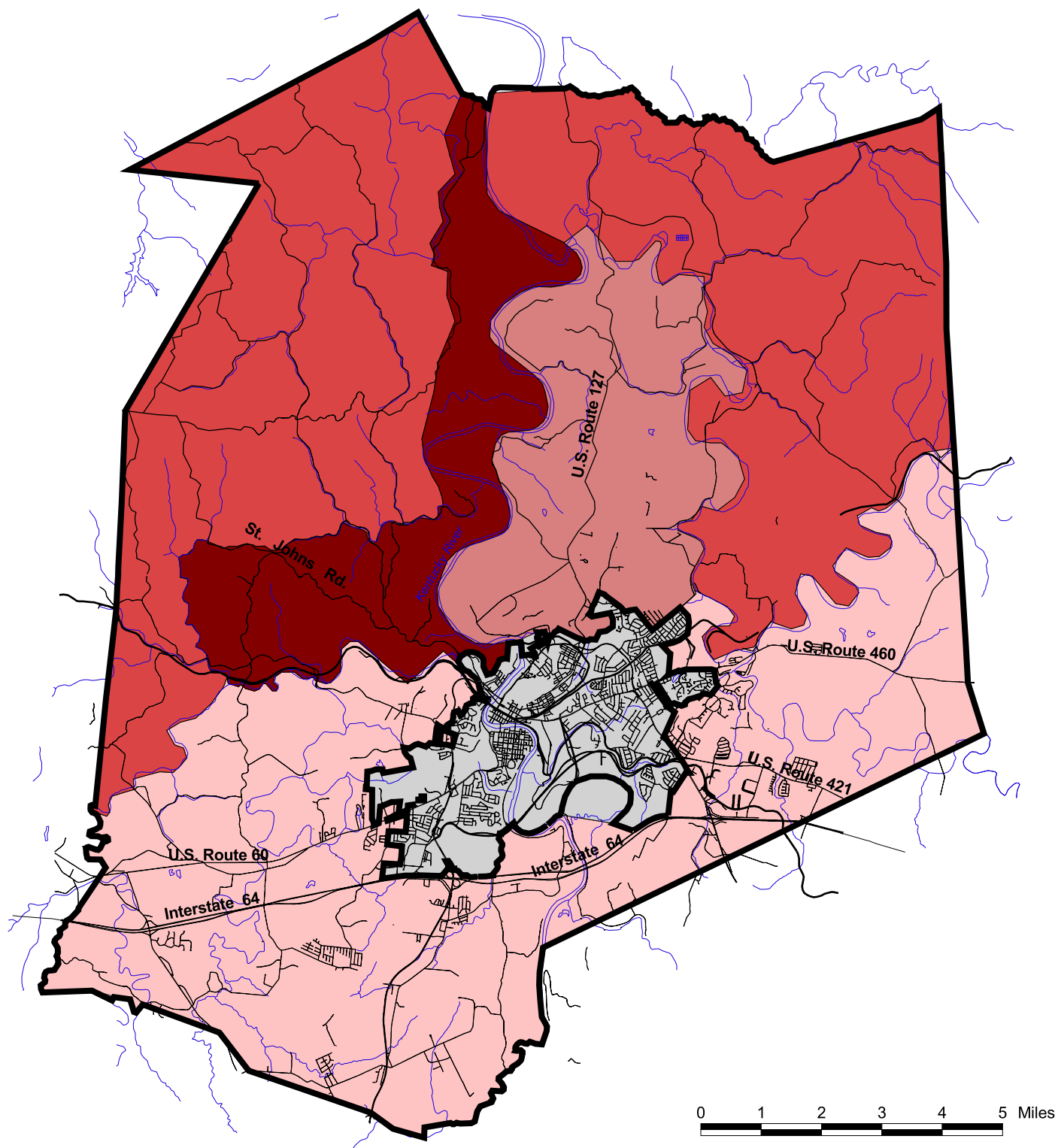
To address the issue of steep slopes throughout the County, slope districts were defined through an analysis of the topography. These slope districts, illustrated in the Slope Districts Map, represent areas where there are similar slope constraints rated from minimal topographical constraints to severe topographical constraints. Depending on the severity of topographical constraints, adjustments can be made in the estimated amount of future growth that current agricultural and undeveloped land can accommodate. This estimated amount of growth that land can accommodate is discussed further in the next section of this Plan regarding Land Capacity.

### ***Floodplains***

Under the existing zoning codes (City and County), some forms of development are permitted in the floodplain areas within Franklin County. However, there is a growing concern in many communities regarding the impact of permitting development in the floodplain and the long-term effects such development can have on the community as a whole. For analytical purposes only, and in regard to calculating the future development potential of all land in Frankfort and Franklin County, it was assumed that no new homes or business structures would be developed within a floodplain. Due to the vast area of the floodplain (10,000 + acres), this can have a considerable impact on future development trends within the County. The Floodplain Map illustrates the vast expanses of the 100-year floodplain throughout Franklin County.

Understanding both existing land usage and constraints to future development provides an informed basis for future land use decisions and helps in the creation of the goals and policies that are the foundation of this Plan. In the past, severe topography and floodplains have had a significant impact on directing new land development patterns. Steep slopes have dictated the concentration of the residential and commercial development around the City of Frankfort and along Interstate 64, allowing the land in the northern portion of the county to remain mostly rural and undeveloped.



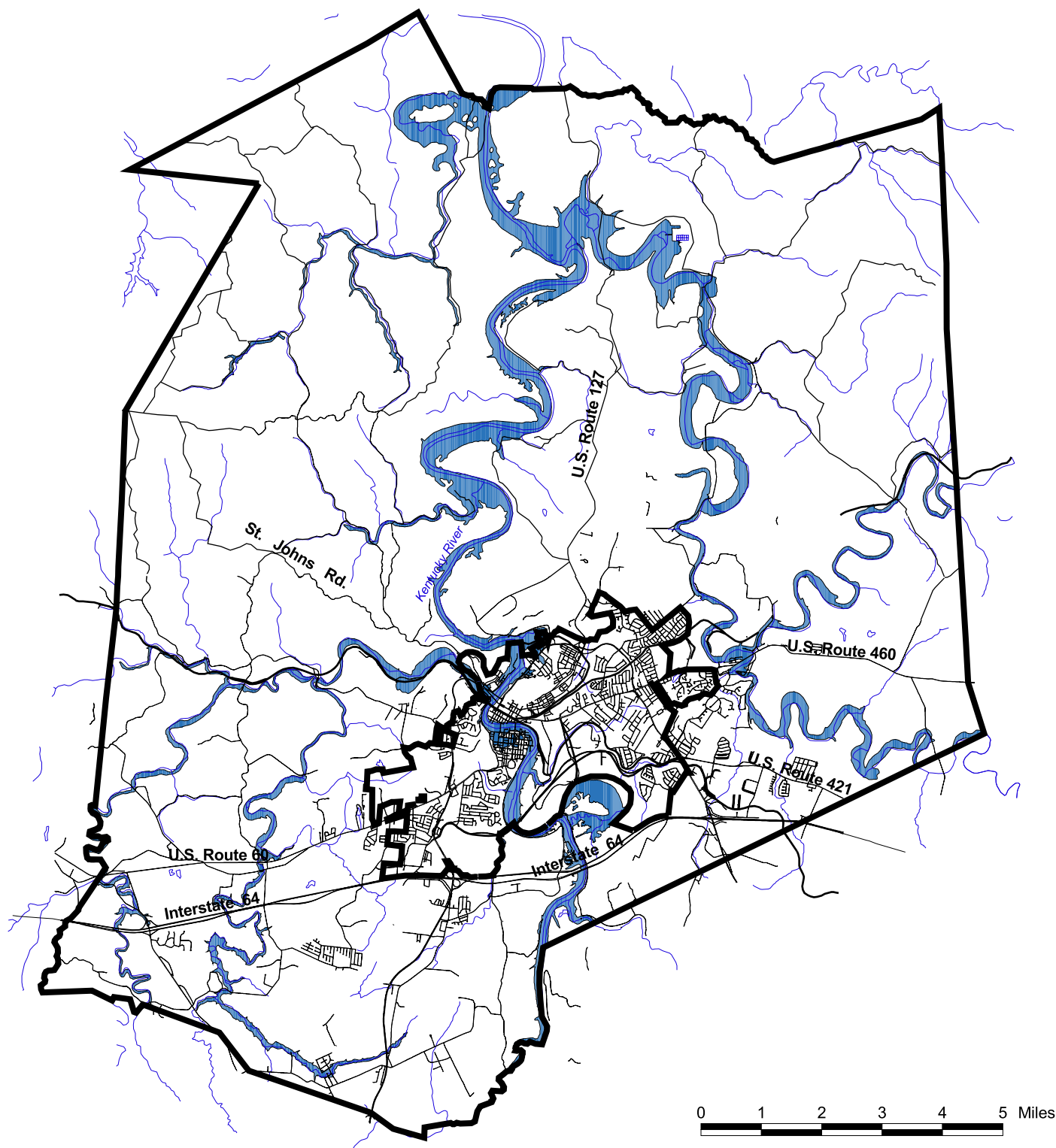


## Frankfort/Franklin County Plan

### Development Constraints - Slope Districts


- Frankfort Urbanized Area
- Minimal Topographical Constraints
- Moderate Topographic Constraints
- Substantial Topographic Constraints
- Severe Topographic Constraints





## ***Frankfort/Franklin County Plan***

### **Development Constraints - 100-Year Floodplain**

 Floodway and 100-Year Floodplain



## Prime Farm Land



The presence of agricultural uses, and in particular “prime farmland” also helps to shape the pattern of land uses in Franklin County. Prime farmland also is a resource to be identified and addressed through planning policies.

The “Soil Survey of Anderson and Franklin Counties, Kentucky” prepared by the United States Department of Agriculture, Soil Conservation Service identifies those soils that meet the requirements of prime farmland classification. These soil units are summarized in the following figure:

Figure 2-2  
Prime Farmland Soils

### Prime Farmland Soils

AsA	Ashton silt loam, rarely flooded, 0 to 2 percent slopes
AsB	Ashton silt loam, rarely flooded, 2 to 6 percent slopes
EkB	Elk silt loam, 2 to 6 percent slopes
EIB	Elk silt loam, rarely flooded, 2 to 6 percent slopes
LwB	Lowell silt loam, 2 to 6 percent slopes
MaB	Maury silt loam, 2 to 6 percent slopes
McB	McAfee silt loam, 2 to 6 percent slopes
NhB	Nicholson silt loam, 2 to 6 percent slopes
OtB	Otwell silt loam, rarely flooded, 2 to 6 percent slopes

### Prime Farmland Soils when protected from flooding

Bo	Boonesboro silt loam, occasionally flooded
Hu	Huntington silt loam, occasionally flooded
Ld	Lindside silt loam, occasionally flooded
No	Nolin silt loam, occasionally flooded
OtA	Otwell silt loam, rarely flooded, 0 to 2 percent slopes

### Prime Farmland Soils when drained and protected from flooding

Du	Dunning silty loam, occasionally flooded
Lc	Lawrence silt loam, rarely flooded
Me	Melvin silt loam, occasionally flooded
Ne	Newark silt loam, occasionally flooded

Generally, the soils that constitute prime farmland within Frankfort/Franklin County are concentrated along the floodplains of the Kentucky River and Elkhorn Creek. It should be noted that the presence of active farming operations in Franklin County that are notable contributors to the rural character of the County are not necessarily located in areas that the Soil Survey classifies as prime farmland. Ironically, the largest area containing soils that meet the classification of prime farmland occurs in the urbanized area of Frankfort along the Kentucky River. Clearly the scientific definition of prime farmland is different from the actual use of land for agricultural purposes.

## Residential Land Demand

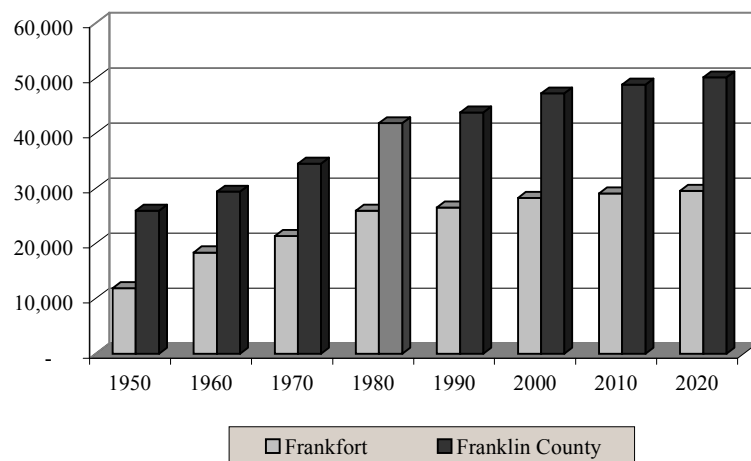


As part of this planning process, estimates were made of potential residential growth based on several factors. These factors include historic permitting trends, population projections, and projected household sizes tempered by an understanding about how those trends may change in the future.

First, with regard to population, the City of Frankfort and Franklin County had a total population of 43,781 (U.S. Census) people in 1990 with approximately 26,535 (60.6%) people residing in the City of Frankfort. By the year 2020, the total population within the City and the County is forecasted to grow by approximately 7,000 for a total population of 50,100 within Frankfort and Franklin County. That forecasted growth represents a continuation of the basic trend of growth that has occurred in the County since 1980 and only at a slightly slower growth rate than was experienced between 1950 and 1980.

Figure 2-3 illustrates historical and projected growth for the City of Frankfort and Franklin County.

Figure 2-3  
Frankfort/Franklin County Population



Source: McBride Dale Clarion, Pflum Klausmeier & Gehrum

Assuming a continuation of the trend toward smaller household sizes over the next 20 years, (currently, the average household size is approximately 2.42 persons. This household size is forecasted to gradually decrease to 2.30 persons by 2020) the number of new housing units forecasted to be developed by 2020 is 1,594. This number can then be further broken down into housing type and location (City or County) based on national trends as well as local historical trends. The breakdown in housing types and locations is illustrated in Figure 2-4.



Figure 2-4  
Housing Units Demanded by 2020

	City of Frankfort	Franklin County	Total
<b>Single Family</b>	657	682	1,339
<b>Multi-Family</b>	174	81	255
<b>Total</b>	<b>831</b>	<b>763</b>	<b>1,594</b>

If the forecasted growth illustrated in the above table occurs at the same general density as that in the past, these new forecasted housing units will consume approximately 175 acres within the City and an additional 230 acres in the unincorporated area of the County for a total consumption of 405 acres.



## Residential Land Capacity

While the residential demand is fueled by population forecasts, the capacity analysis is a function of land availability, the existing zoning, and constraints to normal land development. The capacity of residentially and agriculturally zoned land was evaluated for its full potential, that is the number of units that could be developed regardless of natural constraints such as steep slopes and floodplains. Currently, both Frankfort and Franklin County limit the amount of development in areas with steep slopes or in flood prone areas. Due to these limitations and the higher construction costs for development in these constrained areas, a second capacity analysis was completed that removes these lands from consideration for future development. The second capacity analysis will thus more accurately reflect the true capacity of the City and County.

For the City of Frankfort, there is a total of 1,159 acres that could be developed for residential uses based on existing zoning. Assuming development occurs at densities currently permitted by zoning, a potential capacity exists for nearly 3,000 new housing units within the city limits. Assuming that properties with substantial or severe topographical constraints or properties located within a floodplain will not develop fully, this number is reduced to 2,200 housing units.

The majority of land available for residential and agricultural uses is located in the unincorporated areas of the County. Without regard to any development constraints, there are a total of 88,029 acres of undeveloped land that could accommodate approximately 61,800 housing units. However, along with a large portion of the available land being located within the County, so too are the steep slopes and floodplains. By removing those areas subject to development constraints from the calculation, a potential capacity exists for approximately 50,000 new housing units in the unincorporated areas of the County.

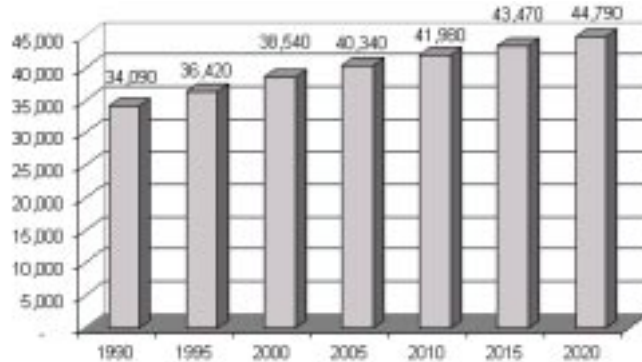
Assuming that new growth will not occur in the floodplains or on steep slopes, there is a total residential capacity of 52,200 new housing units throughout the City and the County. This is more than 30 times the projected demand of 1,594 housing units. The implications of such a large amount of capacity versus the demand for new growth is described in the section herein entitled "Implications of Land Demand and Land Capacity".

## Non-Residential Demand

With regard to employment, Frankfort and Franklin County currently have an estimated 38,500 employees working within the jurisdictions of both the City and County. That amount is forecasted to increase by approximately 6,300 employees over the next 20 years resulting in a total employment of 44,790 persons. These projections were derived from an analysis of historical trends in employee growth and a comparison of projected growth in the number of employees in both the City and the County. Figure 2-5, on the following page, illustrates employee growth over the next 20 years.

Using assumptions about the economic sectors within which the projected new jobs are likely to occur (i.e. manufacturing, retail, public service, etc.), the land use categories where these jobs will occur, and ratios of employees per square feet of building space, forecasts can be made of the number of acres needed to support the forecasted new employment.

Figure 2-5  
Frankfort/Franklin County Employment



Source: McBride Dale Clarion, Pflum Klausmeier & Gehrum

Figure 2-6 illustrates the estimated employment within each land use category and the resulting acreage that will be needed to accommodate these employees.

Figure 2-6  
Estimated Non-Residential Land Demand

Land Use	New Employees by 2020	Land Demand Acreage	Potential Building Square Footage
Retail	1,250	78.3 Acres	852,500 Sq. Ft.
Office	4,824	163.4 Acres	1,447,200 Sq. Ft.
Industrial	238	33.8 Acres	276,000 Sq. Ft.

The significantly higher demand for office space is due to Frankfort being the capital of the State of Kentucky and the vast amount of state office space located in the City.

## Non-Residential Capacity

The non-residential demand numbers become particularly relevant when the demand is related to the capacity. Currently there is a little more than 1,100 acres of undeveloped land within the City of Frankfort. Of this acreage, approximately 959 acres are zoned for agriculture or residential uses. The remaining 240 acres are zoned for commercial uses. Within the City of Frankfort, there is very little land available that is zoned solely for professional office space. However, while it is difficult to calculate the actual capacity for office uses, some office uses may continue to develop as permitted in commercial and industrial zones. In addition, the State of Kentucky, being exempt from local land use regulations, may build state offices in any zoning district regardless of the zoning regulations.



Kentucky State Capitol  
Building

In the unincorporated areas of the County, there are sizable differences in the amount of land available for development. More than 100,000 acres of land is available for agriculture and residential uses. There are approximately 60 acres of land zoned specifically for office, more than 600 acres are currently available for industrial development and nearly 250 acres are available for various commercial uses.

Figure 2-7 illustrates a summary of land capacity for all land uses versus the land demand for both the City of Frankfort and Franklin County.

Figure 2-7  
Summary of Land Demand and Land Capacity

	Land Demand	City of Frankfort Land Capacity	Franklin County Land Capacity
Single Family	389.0 Acres	866 Acres	103,394 Acres
Multi-Family	16.0 Acres	93 Acres	170 Acres
Commercial	78.3 Acres	240 Acres	184 Acres
Office	163.4 Acres	None Available*	57 Acres
Industrial	33.8 Acres	None Available	613 Acres

*\* Office Capacity within the City of Frankfort*

There is very little land available for development within the City of Frankfort that is zoned specifically for professional offices. This is not meant to imply that office space cannot be developed within the City of Frankfort. It is, however, very difficult to calculate the realistic capacity of office space within the City as some office uses are permitted within commercial and industrial zoning districts. In theory, a commercially zoned property could potential develop with a mixture of office and commercial uses. For the purposes of this plan, it was assumed that commercial zones would develop primarily with commercial uses and office zones (of which there is no available land) would develop with office uses. As such, the results of the capacity analysis show no available capacity for office uses within the City. Additionally, it is important to note that the State of Kentucky, being exempt from land use regulations, has the power to develop offices regardless of zoning regulations or districts. In either one of these scenarios, the exact amount of office capacity is difficult to pinpoint.

## Implications of Land Demand and Land Capacity

There are obvious reasons for a land demand and capacity study. First, it provides an understanding of how fast the community is growing both in population and employment. Second, it gives the community a chance to plan for growth in areas that are most suited for each type of growth.



There is enough residential land capacity in both the City and the County to accommodate more than 250 times the projected residential growth. There is also enough commercially and industrially zoned land to accommodate more than five times the projected demand for each use. With these amounts of land capacity, there is plenty of room to accommodate growth even if the market changes significantly. The only apparent lack of land availability is for office space. Due to the fact that the State capitol is located in Frankfort, there is a high demand for office space but very little land zoned specifically for office space. Some of this demand may be accommodated in commercial and industrial zones while additional demand may be met through the State's ability to build office space in any zoning district. This issue is addressed in the goals and objectives of this plan as well as in the land use plan that will help to direct future growth.

Another consideration with land capacity is the effect development constraints will have on future growth. In particular, steep slopes and floodplains are ever-present constraints to development in Frankfort and Franklin County. Depending on how much and what type of development is suggested for properties with these constraints, the land capacity for residential and nonresidential uses can be severely decreased. These constraints may also increase the land demand if policies are instituted requiring larger lots in areas with steep slopes or floodplains. If each new house requires additional land area over and above that which was anticipated in the land demand analysis, then there will be an increase in the total amount of land consumed by new development.

The issues described above as well as several other issues are addressed throughout the goals, objectives, and development policies of this Plan. Each change in a policy can have a direct effect on how future growth will impact both the City of Frankfort and Franklin County.



## Section 3: Goals and Policies

The hallmark of a successful community plan is a foundation that reflects both community values and vision. As part of developing a Comprehensive Plan for Frankfort/Franklin County, strong efforts have been made to insure that the desires and community values of City and County residents are appropriately reflected in this Plan. The creation of a citizen-based Steering Committee, the conducting of public workshops throughout the community, and the circulation of thousands of priority setting questionnaires have all created a basis for directing the future growth of the community.

The drafting of Goals and Policies is the mechanism whereby these community desires and values are articulated. The Goals and Policies are not the Plan; rather they serve as a compass that guides the development of the Plan itself. They are intended to represent an encapsulation of community attitudes about the growth of Frankfort/Franklin County. Additionally, they are a legal requirement. The goals and policies, as drafted herein, represent “goals and objectives” as required in KRS 100.

The Goals and Policies embody the idea that growth is healthy, but that it should be managed for the community good. The Goals and Policies reflect a concern about the pattern of development and concern about urban sprawl. The Goals and Policies encourage the use of infrastructure as a tool to manage growth, not something to be provided simply in a reactive way to market demands. The Goals and Policies recognize the importance of both a healthy economy and a healthy natural environment. They also recognize the need to focus attention not just on planning in new greenfield areas, but in existing neighborhoods as well. Existing neighborhoods have the potential to accommodate substantial new construction in areas where infrastructure and public services exist. Lastly, these Goals and Policies recognize the importance of less tangible aspects of community character and the need to develop standards that ensure high quality new growth.

### Goal 1: Growth by Design

**Growth in Frankfort/Franklin County will be affirmatively and responsibly managed based on public service availability and suitability of land for development.**

Policies:

1. Recognize that growth is healthy and necessary, but that it should be managed pursuant to a Comprehensive Plan.
2. Plan to accommodate an additional 1,500 new housing units in the Frankfort/Franklin County area by the year 2020.
3. Plan for approximately 700-750 acres of new land for residential purposes.

4. Plan for approximately 550 acres of new land for business and industrial purposes.
5. Plan for public services and facilities that adequately serve current needs as well as demand generated by the additional growth as detailed above.

## Goal 2: Town and Country

**Preserve and reinforce the distinction between the urban and rural areas of Franklin County.**

Policies:

1. Promote a compact urban area, avoiding urban sprawl.
2. Identify urban growth boundaries that are realistic to accommodate forecasted growth
3. Encourage 15-20 % of new growth to occur within the existing urbanized area.
4. Encourage a logical growth pattern of development where future development would occur in proximity to existing development.
5. Promote low-density development with a rural character outside of the urban area.
6. Support in-fill development on properties that were skipped over within urban areas.
7. Support redevelopment of “brownfield” sites, reuse of vacant/underutilized existing industrial buildings.
8. Support the preservation of existing viable farms outside of existing and planned urban areas.
9. Continue to pursue the revitalization of the downtown and other developed areas.
10. Provide, where appropriate, transitional zones/uses between rural and urbanized areas.



### Goal 3: Infrastructure as a Planning Tool

**Utilize the provision of infrastructure in supporting and influencing growth into areas most suitable for development.**

Policies:

1. Direct development into areas within or in close proximity to the existing infrastructure service areas.
2. Guide development into locations where the land is most cost-effectively served by urban level services (i.e. accessible to sewer, water, and urban roads).
3. Provide publicly funded sanitary sewer utility extension only in accordance with a Comprehensive Plan.
4. Discourage the extension of utilities capable of supporting urban densities outside of a planned urban area.
5. Approve new development only when the facilities to serve it will be concurrently available.
6. Develop fair and reasonable standards for allocation of infrastructure costs between the development community and City/County.
7. Develop a level of public service for rural areas that is appropriate for a rural setting.
8. Promote a safe and efficient transportation system, through access management, required roadway interconnections, traffic systems management and development impact analysis.
9. Develop guidelines for new development relating to stormwater management.
10. Develop a Capital Improvements Plan as a means of coordinating infrastructure improvements and development.

### Goal 4: Economic Health

**Promote the economic health of the community by continuing to plan and provide for job producing industries that have low environmental impact.**

Policies:

1. Continue to promote the development of economically productive industry in existing industrial parks around the I-64/Route 60 interchange.
2. Direct additional industrial growth onto land that is suited for industrial development.
3. Continue to emphasize “heritage” related tourism as an important economic development asset in the community.
4. Continue to provide support for the existing industrial base, including appropriate expansion opportunities for unique, local industry.
5. Continue to work with state government to coordinate its facility needs with community needs.



## Goal 5: Environmental Health

**Protect the integrity of the natural environment, including water, air, and land quality.**

Policies:

1. Encourage new development to be designed in a manner that preserves the natural topography and other natural features such as trees, woodlands, streams, ponds, and drainage ways.
2. Protect floodway areas from development to prevent runoff, which could pollute the Kentucky River and its tributaries.
3. Preserve streams and drainage ways both as a way to manage stormwater runoff and to create a system of greenways.
4. Protect scenic viewsheds along rural roadways by encouraging cluster development and creating scenic overlays or easements.
5. Consider environmental impacts when assessing development.
6. Encourage development to occur in a manner respective of emergency response and in compliance with emergency preparedness plans.



## Goal 6: Neighborhood Preservation

**Promote the stability, preservation, and vitality of existing residential neighborhoods.**

Policies:

1. Encourage programs that are designed to stabilize or improve existing aging neighborhoods.
2. Encourage rehabilitation or removal of deteriorated housing.
3. Encourage appropriate infill housing development as a tool to preserve neighborhoods and discourage urban sprawl.

## Goal 7: Quality and Community Character

**Promote high quality development that strengthens community character and pride.**

**Policies:**

1. Identify the I-64 interchanges at Route 60 and Route 127 as primary “gateways” into the community.
2. Recognize the importance of the Route 60 and Route 127 between the Interstate and downtown as primary commercial corridors that are important to the community image.
3. Develop and/or improve standards for site design, including landscaping, access management, signage, and other design issues.
4. Develop flexible tools for alternative rural development that preserves rural character.
5. Continue to recognize historic preservation as a tool to maintain community character.
6. Continue to provide adequate community services such as schools, police and fire protection, and parks and recreational opportunities that serve existing and planned growth.
7. Coordinate capital improvements/development with community enhancements, i.e. underground utilities, signage, bikeways and walkways.
8. Identify and preserve unique park and recreational opportunities.



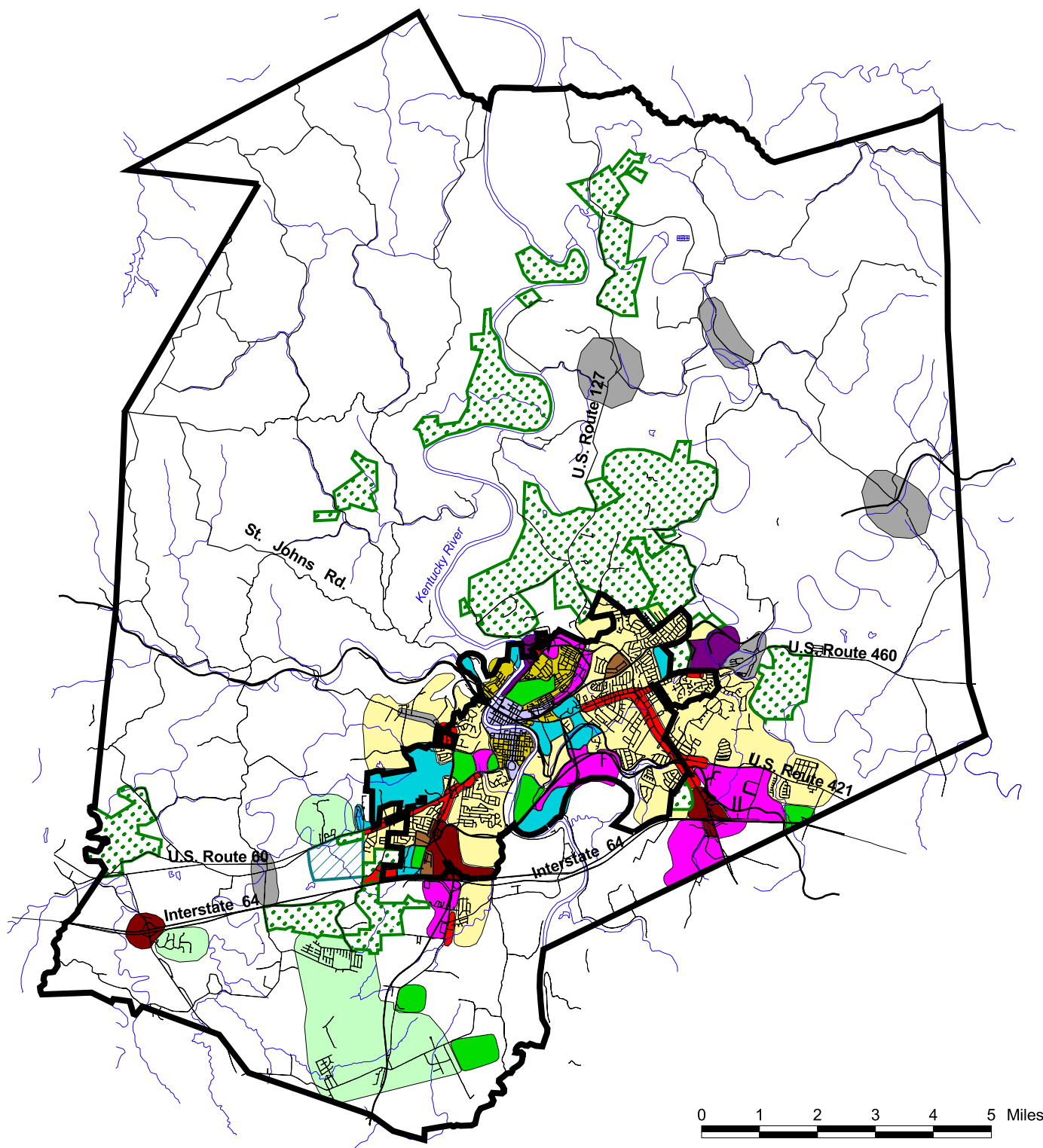
## Section 4: Land Use Plan

The purpose of a Land Use Plan is to provide guidance for decision making regarding new development as well as redevelopment. It has been common practice in the past to assign each property in the community with a very specific land use (i.e. single-family detached residential, professional office, light industrial, etc.). While this type of plan provides a very clear definition of how each property should be used, it does not provide a lot of flexibility where special circumstances exist nor does it provide guidance about the character and style of development. This plan recognizes that zoning is the more appropriate tool suited for property-specific regulations and that the land use plan, as part of a total comprehensive plan, provides a realistic, yet flexible, interpretation of the goals and objectives as applied to growth in the community.

The following sections of the Land Use Plan summarizes several “land use concepts” as applied to Frankfort and Franklin County in the Land Use Plan Map. This map was created based on community input, guidance from the goals and policies, planned public improvements, existing land uses, development constraints, and previous development trends. For each of the land use concepts, there are a series of development guidelines that can serve as a checklist when a development or redevelopment project is being considered.

The Land Use Plan Map on the following page may appear, at first, to tightly confine where future growth may occur. However, upon closer analysis, it can be seen that there is an adequate amount of land to accommodate multiple amounts of the anticipated growth. There are approximately 2,300 acres of new suburban residential uses provided for in this plan. This acreage is in addition to land that is already developed for residential uses and represents nearly 6 times the anticipated demand for residential growth of 400 acres. Regarding nonresidential uses, there are approximately 350 acres of commercial uses and 600 acres of office and industrial uses planned for in this plan in addition to existing nonresidential development. This 950+ acres of land is nearly 4 times the projected demand of 275 acres needed to accommodate forecasted growth.

The multiple amount of acreage provided for in this plan, above and beyond the projected demand, provides for unforeseen changes in the market and provides options to residents, businesses and developers about where to live and work in the community.



# Frankfort/Franklin County Plan

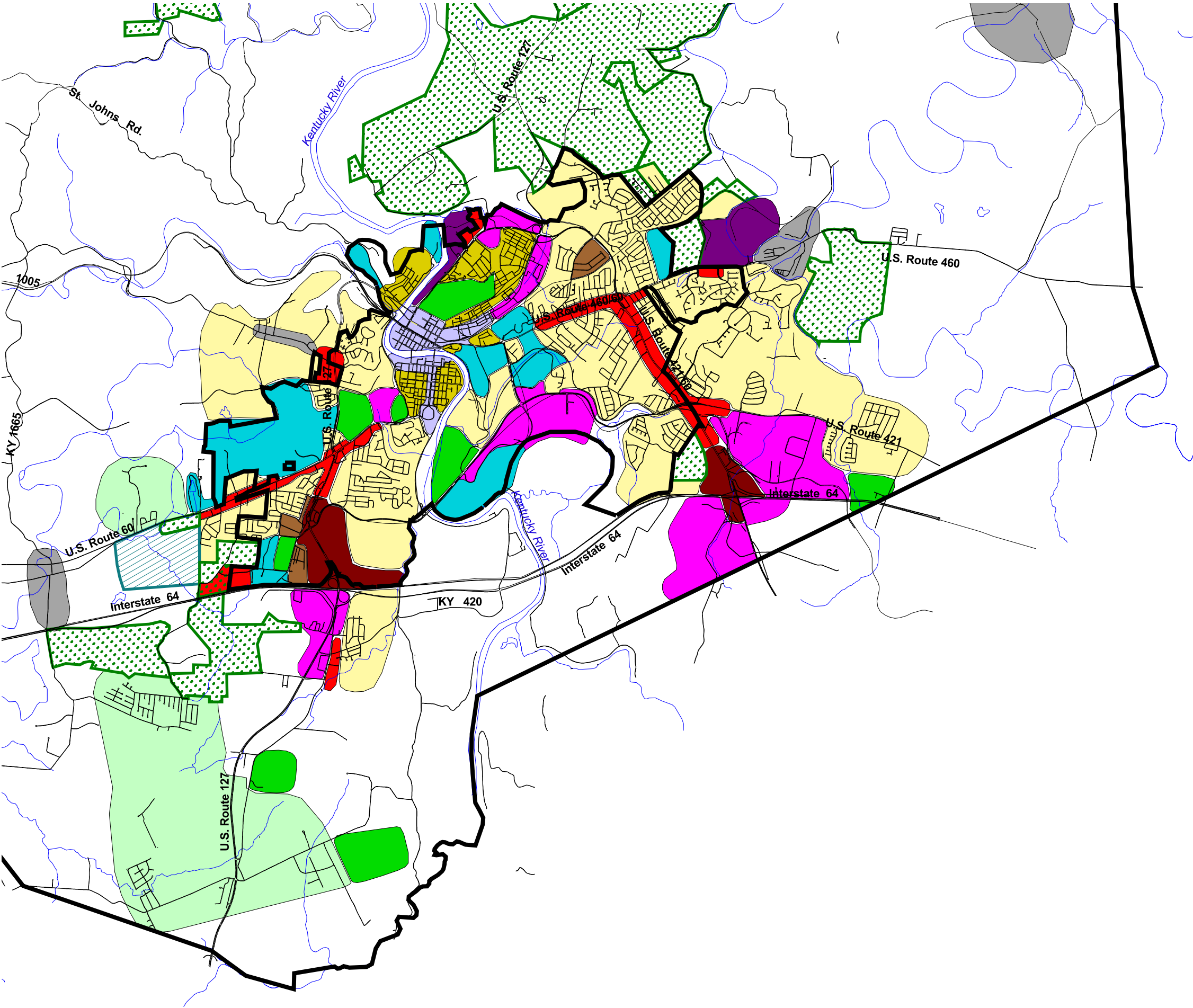
## Land Use Plan - Countywide

 Rural Activities	 Downtown Mixed Use	 Parks/Recreation/Greenspace
 Low-Density Residential	 Suburban Business Center	 Public/Semi-Public
 Suburban Residential Neighborhood	 Regional Retail Center	 Agricultural District (Rural Activities)
 Urban Neighborhood	 Commerce Center	 P.A.C.E. Agricultural Conservation Easement (Rural Activities)
 Multi-Family Housing	 Industrial	
 Village/Hamlet		



# Frankfort/ Franklin County Plan

## Land Use Plan - Urbanized Area



- Rural Activities
- Low-Density Residential
- Suburban Residential Neighborhood
- Urban Neighborhood
- Multi-Family Housing
- Village/Hamlet
- Downtown Mixed Use
- Suburban Business Center
- Regional Retail Center
- Commerce Center
- Industrial
- Parks/Recreation/Greenspace
- Public/Semi-Public

- Agricultural District (Rural Activities)
- P.A.C.E. Agricultural Conservation Easement (Rural Activities)



## Rural Activities

There are large areas of Franklin County that are undeveloped and will most likely remain undeveloped well into the future. This lack of change is due to reasons ranging from a property's location relative to public services and the presence of development constraints. While these areas are considered undeveloped, they are indeed suited for some types of very low intensity development including large lot residential uses and agriculture. In some cases, these lands may also remain in their natural undeveloped state until a time when they are better suited for development.

### Land Use Guidelines

- The primary land uses in Rural Activity Areas should be agriculture, forestland, open space and some limited large lot residential land uses.
- Convenience retail uses may be appropriate at the intersections of two major arterial roadways.
- Agricultural Districts and properties preserved under the P.A.C.E. (agricultural conservation easement) should be used solely for agricultural uses. The approximate boundaries of these districts and easements are illustrated on the Land Use Plan Map. Exact boundaries are available through the Franklin County Farm Bureau.

### Development Guidelines

- In areas where water and sewer services are available from public agencies, and the services can meet any additional demand, the density of development should not exceed 1 unit per 1.5 acres. In areas where water and sewer services are not readily available from a public agency, the maximum density should be 1 unit per 5 acres.
- The minimum lot area for properties along the Federal Aid Highway System should be 2 acres when water and sewer services are readily available from a public agency and 5 acres when such services are not readily available.
- Flexibility should be given when special circumstances are presented and where the proposed development will not have an adverse effect on the surrounding uses. Such circumstances may include the division of property for the purpose of building a home for a relative, etc.
- No new development shall occur where there is not an adequate water supply and water pressure for fire protection services.
- Emphasis should be placed on clustered housing developments to help minimize the need for infrastructure improvements and manage urban sprawl.
- Developers should incorporate the protection of natural resources, including the floodplain, into the development to create unique neighborhoods while protecting the natural environment.
- Convenience retail uses should be at a size and scale that reflects the residential character of surrounding uses with a maximum building size of 5,000 square feet.



## Low-Density Residential

Low Density Residential uses serve the purpose of transitioning from dense residential and non-residential uses to agricultural and rural activity areas while providing housing options in large lot or clustered style developments.

### Land Use Guidelines

- The primary land uses in the Low Density Residential Areas should be agriculture, Rural Activities, and single family residential uses.
- Convenience retail uses may be appropriate at the intersections of two major arterial roadways.

### Development Guidelines

- In areas where water and sewer services are available from public agencies, and the services can meet any additional demand, the density development should not exceed 1 unit per 1.5 acres. In areas where water and sewer services are not readily available from a public agency, the maximum density should be 1 unit per 5 acres.
- The minimum lot area for properties along the Federal Aid Highway System should be 2 acres when water and sewer services are readily available from a public agency and 5 acres when such services are not readily available.
- Flexibility should be given when special circumstances are presented and where the proposed development will not have an adverse effect on the surrounding uses. Such circumstances may include the division of property for the purpose of building a home for a relative, etc.
- No new development shall occur where there is not an adequate water supply and water pressure for fire protection services.
- Emphasis should be placed on clustered housing developments to help minimize the need for infrastructure improvements and will help manage urban sprawl.
- Developers should incorporate the protection of natural resources, including the floodplain, into the development to create unique neighborhoods while protecting the natural environment.
- Convenience retail uses should be at a size and scale that reflects the residential character of surrounding uses with a maximum building size of 5,000 square feet.

## Suburban Residential Neighborhood

Residential subdivision design has rapidly changed since the late 50's, early 60's. The grid system was nearly abandoned in most cases in favor of larger lots spread along curvilinear streets that ended in cul-de-sacs. This style of development allowed for more privacy and less traffic. This form of development continues to be the trend in suburban areas surrounding the urban core of the City of Frankfort. The primary land use within these neighborhood is single family residential homes; however, attached housing and multi-family homes in these areas can create a transition between single family homes and higher intensity uses such as commercial developments.

### Land Use Guidelines

- The primary land uses in the Suburban Residential Neighborhoods should be single family detached homes.
- Attached housing, duplexes and multi-family housing may be appropriate where it serves as a buffer between lower intensity residential uses and more intense multi-family, commercial or industrial uses.
- Convenience retail uses may be appropriate at the intersections of two major arterial roadways.

### Development Guidelines

- New development should occur in areas where water and sewer services are available from public agencies and can meet any additional demand.
- No new development shall occur where there is not an adequate water supply and water pressure for fire protection services.
- Provide flexibility in the design and intensity of development to create land use transitional areas and minimize impacts on neighboring uses through increased landscaping, buffering and setbacks.
- Emphasis should be placed on developing new neighborhoods in between existing communities with similar characteristics prior to development along the outskirts of the existing urban area. Such in-fill strategies will help minimize the need for infrastructure improvements and will help manage urban sprawl.
- Developments with a mixture of housing types should be encouraged where the development meets the overall density requirements.
- Developments should be planned to include neighborhood parks and greenspace that provide amenities to local residents and work toward providing a link with the community's existing parks and recreation in conformance with a park and recreation plan.
- Developers should incorporate the protection of natural resources, including the floodplain, into the development to create unique neighborhoods while protecting the natural environment.

- Maximize interconnectivity between adjacent neighborhoods and to major roadways through multiple ingress/egress points and connections with existing roadways, sidewalks and trail systems, while discouraging commercial traffic flowing through a residential subdivision.
- The development of attached housing and multi-family housing should be encouraged so as to provide the residents of Frankfort and Franklin County with a variety of housing options.
- The scale and character of attached housing and multi-family housing should take into consideration the character of surrounding developments.
- Promote the development of convenient retail uses in highly developed areas to help serve the day-to-day needs of residents within walking distance of their homes.
- The size and scale of commercial uses in these areas should reflect the character of surrounding uses with a maximum building size of 2,500 square feet.

## Urban Neighborhood

Frankfort is fortunate to have several existing urban neighborhoods that are rich with a mixture of housing types and neighborhood commercial services. These neighborhoods are located on grid roadway networks that interconnect a large portion of the Frankfort urban areas. The existing mixture of uses ranging from single family detached housing to duplexes and multi-family housing should be continued with an emphasis on maintaining the existing housing stock and infill development. Where appropriate, neighborhood commercial areas should be continued or created to provide the necessary day-to-day needs of residents within walking distance of their homes.

### Land Use Guidelines

- The primary land uses in Urban Neighborhoods should be single family detached homes.
- While the primary land use is single family homes, the City should consider creative reuse of properties for multi-family housing and possibly nonresidential uses where the character of the surrounding neighborhood is maintained.
- Commercial uses may be appropriate where they will pose minimal impact on surrounding land uses regarding traffic, noise, lighting and other similar elements that create conflicts between land uses.



## Development Guidelines

- New development should occur in areas where water and sewer services are available from public agencies and can meet any additional demand.
- No new development shall occur where there is not an adequate water supply and water pressure for fire protection services.
- Emphasis should be placed on developing new neighborhoods in between existing communities with similar characteristics prior to development along the outskirts of the existing urban area. Such in-fill strategies will help minimize the need for infrastructure improvements and will help maintain a handle on urban sprawl.
- Developments should be planned to include neighborhood parks and greenspace that provide amenities to local residents and work toward providing a link with the City's existing parks and recreation in conformance with a park and recreation plan.
- Developers should incorporate the protection of natural resources, including the floodplain, into the development to create unique neighborhoods while protecting the natural environment.
- Development and redevelopment should take into consideration the density and character of the surrounding properties.
- In general, lot sizes should be small with homes set closer to the road.
- Sidewalks should be required on both sides of the street.
- Emphasis should be placed on maintaining the existing housing stock versus total redevelopment that starts with the clearing of existing housing.
- While the primary land use should be single-family detached housing, the City should consider creative reuse of properties for multi-family housing and possibly nonresidential uses.
- The size and scale of all development and redevelopment should reflect the character and style of surrounding uses.
- New development should be compatible, in design, architecture and intensity, with surrounding development.



## Multi-Family Housing

A vital component of this plan is the provision of a variety of housing types in different price ranges. Maintaining such a variety allows residents to remain in the community instead of seeking housing elsewhere. As part of this component, there is a need for high-density multi-family housing. These uses may be found in other areas of the community such as in Suburban Residential Neighborhoods or Urban Neighborhoods but there are also several existing areas within the City that are solely used for large complexes of multi-family housing.

### Land Use Guidelines

- The primary land uses in these areas is multi-family housing.

### Development Guidelines

- New development should occur in areas where water and sewer services are available from public agencies and can meet any additional demand.
- No new development shall occur where there is not an adequate water supply and water pressure for fire protection services.
- Developments should be planned to include neighborhood parks and greenspace that provide amenities to local residents and work toward providing a link with the community's existing parks and recreation in conformance with a park and recreation plan.
- The development of attached housing and multi-family housing should be encouraged to provide residents of Frankfort and Franklin County with a variety of housing opportunities.
- Developers should incorporate the protection of natural resources, including the floodplain, into the development to create unique neighborhoods while protecting the natural environment.
- Attached housing/multi-family housing developments should be used as a transitional land use between lower density housing and higher intensity uses such non-residential uses and major highway corridors.

## Village/Hamlet

Located throughout Franklin County are several small hamlets or crossroad communities. These communities are generally located near the intersection of two major roads, or in the case of the Forks of Elkhorn, the confluence of two streams and a major road. Typically, at the center of these communities is a commercial use(s), possibly a church and/or some industrial uses. Surrounding these uses are homes at a density similar to those seen in the Urban Neighborhoods of Frankfort. This density rapidly declines as the community spreads out into the surrounding areas.

### Land Use Guidelines

- Some small-scale commercial development may be located near the intersection of a major roadway with another major roadway or local/minor roadway, and/or located near the center of the community.
- Light industrial uses that are fully enclosed within a building may be appropriate near the center of the community where they will pose minimal impact on surrounding land uses regarding traffic, noise, lighting, pollution, and other similar elements that create conflicts between land uses.
- Single family detached homes shall be the predominant use in any crossroads community, surrounding the nonresidential uses.
- Residential densities shall be highest in the locations nearest the commercial/industrial developments.
- The density of the residential uses shall quickly decline as the community spreads out into the surrounding Rural Activities or Low-Density Residential uses.

### Development Guidelines

- New development should occur in areas where water services are available from public agencies and can meet any additional demand.
- Adequate measures should be taken to ensure proper wastewater disposal and treatment for all new development.
- No new development shall occur where there is not an adequate water supply and water pressure for fire protection services.
- Emphasis should be placed on infill development prior to development along the outskirts of the Village/Hamlet. Such in-fill strategies will help minimize the need for infrastructure improvements and will help manage urban sprawl.
- Developments should be planned to include neighborhood parks and greenspace that provide amenities to local residents and work toward providing a link with the community's existing parks and recreation in conformance with a park and recreation plan.
- Developers should incorporate the protection of natural resources, including the floodplain, into the development to create unique neighborhoods while protecting the natural environment.
- Development and redevelopment should take into consideration the density and character of the surrounding properties. In general, lot sizes should be small with homes set closer to the road.
- Sidewalks should be required on both sides of the street to provide access to community facilities and nonresidential uses.
- The maximum density of housing and minimum lot sizes may vary depending on the availability of services, the location in relation to roadways and the center of the community, the density of surrounding uses and the impact such density will have on the community.



## Downtown Mixed Use

“Downtown” Frankfort consists of a mixture of uses and development characteristics on both sides of the Kentucky River. This mixture of residential, office, retail, and public uses should be continued in a way that will preserve this distinct activity area.

General Development Guidelines for all of Downtown Frankfort

- Infill development should respect the density and character of the existing uses that surround the proposed site.
- New development should occur in areas where water and sewer services are available from public agencies and can meet any additional demand.
- No new development shall occur where there is not an adequate water supply and water pressure for fire protection services.
- All new development should observe the regulations of this Plan, the zoning ordinance, and any special regulations that apply to the 5 National Register Historic Districts that cover different portions of downtown Frankfort.

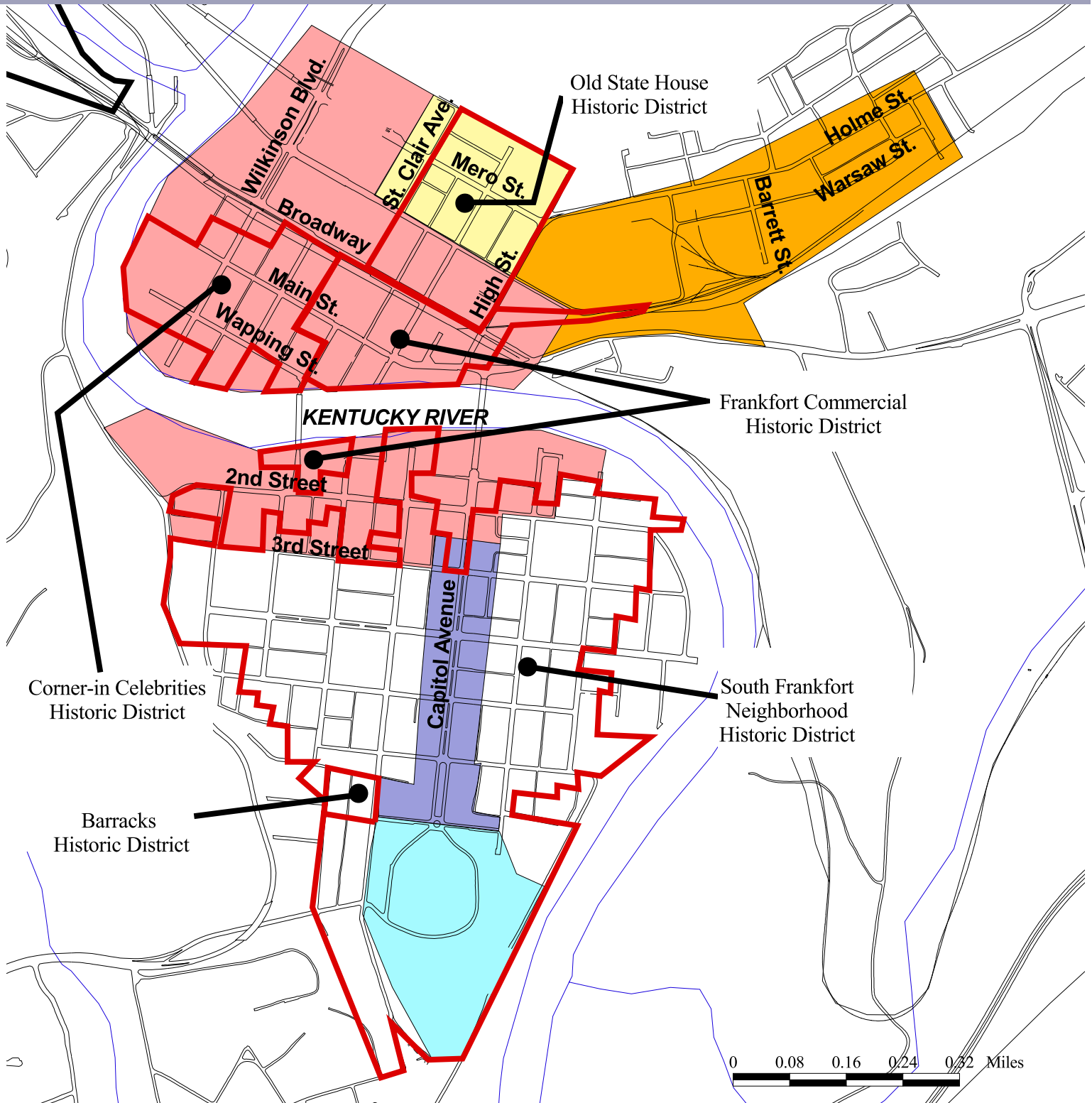
Capitol Avenue Development Guidelines

- Appropriate uses for this corridor from 2<sup>nd</sup> Street to the Capitol Building are residential, bed and breakfast establishments and offices.
- Redevelopment and/or conversion of properties should reflect the scale and character of surrounding properties.
- The historic character of the existing properties should be maintained.



Mixed Use District Development Guidelines

- This area has a mixture of retail, office and residential uses that should be maintained and continued to create a “24 hour” active downtown.
- Retail uses should be emphasized on the first floor with office and residential uses located on the upper floors.
- Buildings should be set to the front property line with parking behind the structure where such development is the predominant pattern in the surrounding area.



## Frankfort/Franklin County Plan

### Downtown Subareas

- |   |   |
|---|---|
| <span style="display: inline-block; width: 15px; height: 15px; background-color: lightblue; border: 1px solid black;"></span> State Capitol       | <span style="display: inline-block; width: 15px; height: 15px; background-color: pink; border: 1px solid black;"></span> Mixed Use District Subarea |
| <span style="display: inline-block; width: 15px; height: 15px; background-color: purple; border: 1px solid black;"></span> Capitol Avenue Subarea | <span style="display: inline-block; width: 15px; height: 15px; background-color: yellow; border: 1px solid black;"></span> St. Clair Street Subarea |
| <span style="display: inline-block; width: 15px; height: 15px; background-color: orange; border: 1px solid black;"></span> Holmes Street Subarea  | <span style="display: inline-block; width: 15px; height: 15px; border: 2px solid red;"></span> National Historic Register Districts                 |



- The character of a building should reflect that of surrounding properties in design (i.e. window size and placement, structure height, signage, etc.).
- Non-residential development in the area between Washington Street and the river should be evaluated on a case-by-case basis.



#### Holmes Street Development Guidelines

- Commercial and multi-family housing should be the primary land use in this sub-area.
- Industrial uses should be phased out over a period of time.
- All development should be done in a manner to minimize the impact and loss of frequent flooding in this sub-area.
- Adequate off-street parking should be provided for any new development.

#### St. Clair Street Development Guidelines

- This area has a mixture of retail, office and residential uses that should be maintained.
- Retail uses should be emphasized on the first floor with office and residential uses located on the upper floors.
- Buildings should be set to the front property line with parking behind the structure where such development is the predominant pattern in the surrounding area.
- Development should be compatible, in design, architecture and intensity, with surrounding development.

### Suburban Business Center

Suburban business centers are the commercial areas and corridors of Frankfort and Franklin County that serve the needs of the local residents. While the primary focus of these areas is retail sales and personal services, some office space may be intermixed. The size of suburban business centers should be controlled to limit expansion of commercial development and the increasing number of vacant buildings while providing flexibility to accommodate changes in the market.

### Land Use Guidelines

- The primary land use in these areas should be retail, commercial, personal services and professional office spaces that are targeted toward residential and employees in Frankfort and Franklin County.
- Residential uses, including multi-family housing should be discouraged in these business centers.

### Development Guidelines

- Suburban business centers should be located along highway corridors to accommodate the large amount of traffic generated by these uses.
- New development should occur in areas where water and sewer services are available from public agencies and can meet any additional demand.
- No new development shall occur where there is not an adequate water supply and water pressure for fire protection services.
- Developers should be encouraged to develop creative business centers that do not place focal emphasis on the parking areas but on the commercial uses themselves. This can be accomplished by placing some parking behind buildings and internal landscaping throughout the parking areas.
- Signage and lighting should be placed to ensure visibility without creating visual pollution.
- Emphasis should be placed on rehabilitating and adaptive reuse of underutilized properties.
- Where infill development occurs, the density and character of the development should reflect the existing uses that surround the proposed site.
- Structures should not exceed 20,000 square feet in size.

## Regional Retail Center

Regional Retail Centers are the large-scale commercial centers that service the entire region and beyond. These uses are located along major highway corridors near the interstate to accommodate the large amount of traffic generated by such uses. These uses play an important role in the region's economy and should be expanded when the market and infrastructure allow.

### Land Use Guidelines

- The primary land use in these areas should be retail, commercial, personal services and professional office spaces that are targeted toward residential neighborhoods and employees in Frankfort and Franklin County as well as in the surrounding region.
- Residential uses, including multi-family housing should be discouraged in these retail centers.

### General Development Guidelines

- New development should occur in areas where water and sewer services are available from public agencies and can meet any additional demand.
- No new development shall occur where there is not an adequate water supply and water pressure for fire protection services.
- Regional Retail Centers should be located along major highways near the interstate to accommodate the large traffic volumes generated by the uses to prevent traffic congestion on the area's internal arterial and collector roadways.
- The City/County should work to redevelop underutilized and vacated properties prior to the construction of a new development.
- Signage and lighting should be placed to ensure visibility without creating visual pollution.
- Emphasis should be placed on rehabilitating and adaptive reuse of underutilized properties.
- Where infill development occurs, the density and character of the development should reflect the existing uses that surround the proposed site.
- Structures should be developed according to specific design guidelines to be developed by the City and County.
- Traffic Impact Studies should be required by the Planning Commission for larger projects to help determine what improvements need to be made (turn lanes, etc.) to minimize traffic congestion.

### Commerce Center

Twenty years ago, the concept of an industry brought thoughts of smokestacks, dirt, and pollution. While some of these industries still exist, new office and industrial uses can and are being developed in a way that still provides a diverse economic base while blending in with residential and commercial areas. Commerce Centers are areas that encompass primarily office, warehousing and manufacturing uses in a campus style development. This style of development places buildings on larger lots with landscaping and greenspace that help create an attractive yet integral part of the region.



### Land Use Guidelines

- The primary land use in these areas should be light industrial uses that are completely enclosed within a building as well as warehousing or professional office space.
- Retail uses associated with any of the industrial, warehousing or office uses may be appropriate if the retail uses do not exceed 7% of the total building area.
- Residential uses, including multi-family housing should be discouraged in these business centers.

### General Development Guidelines

- New development should occur in areas where water and sewer services are available from public agencies and can meet any additional demand.
- No new development shall occur where there is not an adequate water supply and water pressure for fire protection services.
- Commerce Centers should be located near major highways and interstates to accommodate excess truck and automobile traffic.
- Where infill development occurs, the density and character of the development should reflect the existing uses that surround the proposed site.
- Larger sites with extra landscaping and buffer strips should be used in areas adjacent to residential uses to provide a transitional area.
- Traffic Impact Studies should be required by the Planning Commission for larger projects to help determine what improvements need to be made (deceleration, acceleration lanes, etc.) to minimize traffic congestion.
- Manufacturing uses shall be limited to the two commerce centers that are located along I-64.
- The City, County, and any new prospective business owner should utilize the information, research, and assistance available through the jointly funded Economic Development Authority.
- Both the City and County should encourage the development of high-tech industries, "dot com" facilities, and other computer and technology oriented businesses.

## Industrial

Industrial uses such as manufacturing, assembling, research and development, etc. provide tax revenues and jobs for the region. These uses should be continued and expanded upon in a planned manner to lessen the impact on the public infrastructure and the surrounding land use pattern.



### Land Use Guidelines

- The primary land use in these areas should be industrial, research and development facilities, and uses that include a mixture of office and industrial uses.
- Retail uses associated with any of the industrial or office uses may be appropriate if the retail uses do not exceed 7% of the total building area.
- Residential uses, including multi-family housing should be discouraged in these industrial centers.

### General Development Guidelines

- New industrial developments should be placed in areas where there is a minimal impact on residential uses and the natural environment.
- New development should occur in areas where water and sewer services are available from public agencies and can meet any additional demand.
- No new development shall occur where there is not an adequate water supply and water pressure for fire protection services.
- Industrial developments should be located near major highways and interstates to accommodate excess truck and automobile traffic.
- Where infill development occurs, the density and character of the development should reflect the existing uses that surround the proposed site.
- Larger sites with extra landscaping and buffer strips should be used in areas adjacent to residential uses to provide a transitional area.
- Traffic Impact Studies should be required by the Planning Commission for larger projects to help determine what improvements need to be made (turn lanes, etc.) to minimize traffic congestion.
- The City, County, and any new prospective business owner should utilize the information, research, and assistance available through the jointly funded Economic Development Authority.
- Both the City and County should encourage the development of high-tech industries, “dot com” facilities, and other computer and technology oriented businesses.

## Public/Semi-Public

Public and semi-public uses such as schools, libraries, churches, government agencies, etc. are located throughout the community. These uses provide services and amenities to local residents creating a better quality of life. Where possible, the City/County should plan for future public and semi-public uses, including schools, and locate them in areas where they are easily accessed by residents through sidewalks and clear signage.

### Land Use Guidelines

- The primary land use in these areas should be public uses including, but not limited to schools, government buildings, churches, etc. This includes properties that are being held for the future expansion of these public uses.
- Residential uses and nonresidential uses should be discouraged in these public/semi-public areas.

### General Development Guidelines

- Expansion of existing public/semi-public uses should be allowed where there will be minimal impact on surrounding residential uses.
- No new development shall occur where there is not an adequate water supply and water pressure for fire protection services.
- Where infill development occurs, the density and character of the development should reflect the existing uses that surround the proposed site.
- Larger sites with extra landscaping and buffer strips should be used in areas adjacent to residential uses to provide a transitional area.

## Parks/Recreation/Greenspace

Frankfort/Franklin County's existing parks, recreational uses and greenspaces are of value to all community residents. These uses include active recreational uses such as ballparks and bike paths, and walking paths as well as passive recreation such as picnic shelters, and greenspaces made up of forests and fields. Not only should these existing areas be maintained but they should be expanded upon and connected through a series of linear parks, sidewalks and signage to create a regional wide system of parks, recreation and greenspace.



#### Land Use Guidelines

- The primary land use in these areas should be uses including, but not limited to parks, recreational areas, designated greenspace, golf courses, etc. This includes properties that are being held for the future expansion of these public uses.
- Residential uses and nonresidential uses should be discouraged in these areas.

#### General Development Guidelines

- The development of parks, recreational areas and greenspaces should be done in conformance with a parks and recreation plan.
- The City and County should encourage a mixture of active recreational uses such as hike/bike trails and ball fields as well as passive recreational uses such as picnic shelters and green space.
- When evaluating the location of possible new park sites, the City and/or County should examine those areas of the region that lack adequate park and recreational space.

## Section 5: Transportation Plan

In May of 2000, the Kentucky Transportation Cabinet and the consulting firm of Jordan, Jones & Goulding, Inc. prepared a transportation plan for Franklin County with a particular focus on the Frankfort urbanized area. The following summary of that plan is incorporated herein as the transportation element of the Comprehensive Plan as required by K.R.S. 100. Portions of the plan are reprinted in this summary with permission from the Kentucky Transportation Cabinet.

The purpose of the transportation plan was to:

“Establish an integrated system of streets and roads that efficiently accommodate existing and future travel demands;

Base future travel desires and resulting plans on projected socioeconomic and land use activities;

Produce a recommended transportation plan that reasonably reflects the financial capabilities of the Commonwealth of Kentucky, the City of Frankfort, and Franklin County; and

Conduct this study and develop a long-range plan that can be updated easily in the future.”

In order to accomplish these purpose statements, Jordan, Jones & Goulding, Inc. analyzed the existing transportation system by evaluating the current functional classification or hierarchy of the roadways, daily traffic volumes, levels of service, accident incidence reports and existing system deficiencies. The consultants also prepared socioeconomic projections of the population and employment to evaluate the potential future demands that would be imposed on the roadway network.

Using the information collected during these analyses, a transportation model was developed that showed existing conditions and points of deficiency. This model was then used to evaluate scenarios based on the population and employment projections as well as various, timed improvements to the current roadway network. These scenario evaluations allowed the consultants and the Kentucky Transportation Cabinet to develop a timeline of improvements that would most benefit the Frankfort Urbanized Area. These improvements and the associated timeline are as follows:

### Six-Year Highway Plan (Committed)

- Widen US 60 (Louisville Road) to four lanes from Evergreen Road to Hunter’s Trace.

- Widen US 60 (Louisville Road) to five lanes from Hunter's Trace to existing four lanes.
- Widen US 421 from US 60 to Ducker's Station Road
- Widen US 460 to four lanes from end of four-lane in Frankfort to Redding Road.

## Statewide Transportation Plan (20-Year)

- Major widening of Interstate 64 to six lanes from US 127 to US 60.

## Long-Range Transportation Improvements

### Priority I

Priority I projects are "urgently needed to sustain the functionality of the Frankfort transportation system."

- Widen US 127 to six lanes from I-64 to US 60 (Louisville Road).
- Widen US 60 to six lanes from I-64 to US 460 ("Spaghetti Junction").
- Widen Duncan Pike to four lanes from US 60 to the Industrial Park.
- Widen Holmes Street to three lanes from High Street to the Thornhill Bypass (US 421)

### Priority II

Priority II projects are needed to "enhance the mobility of the system by providing alternate travel routes to existing corridors."

- New four-lane location of Cardwell Lane, west of the existing road, from Jones Lane to US 60 including a full interchange with I-64.
- Widen Limestone Drive to four lanes and extend behind Franklin Square Shopping Center to US 127.



### Priority III

Priority III projects will “meet future demands for additional capacity resulting from growth in the Frankfort Area.”

- Widen the West Frankfort-Capital Plaza Connector (US 127) to six lanes from US 60 to Wilkinson Boulevard.
- Widen US 421 (Wilkinson Boulevard) to six lanes from the West Frankfort Connector to US 460 (“Spaghetti Junction”).
- Widen Holmes Street to four lanes or implement a one-way couplet and widening project from High Street to the Thornhill Bypass (US 421).
- New four-lane connector road from a new partial interchange with I-64 near Hanley Lane to Glenns Creek Road/Martin Luther King Boulevard at the East-West Connector (KY 676). The partial interchange should only serve the new connector road.



### Other Transportation Improvements

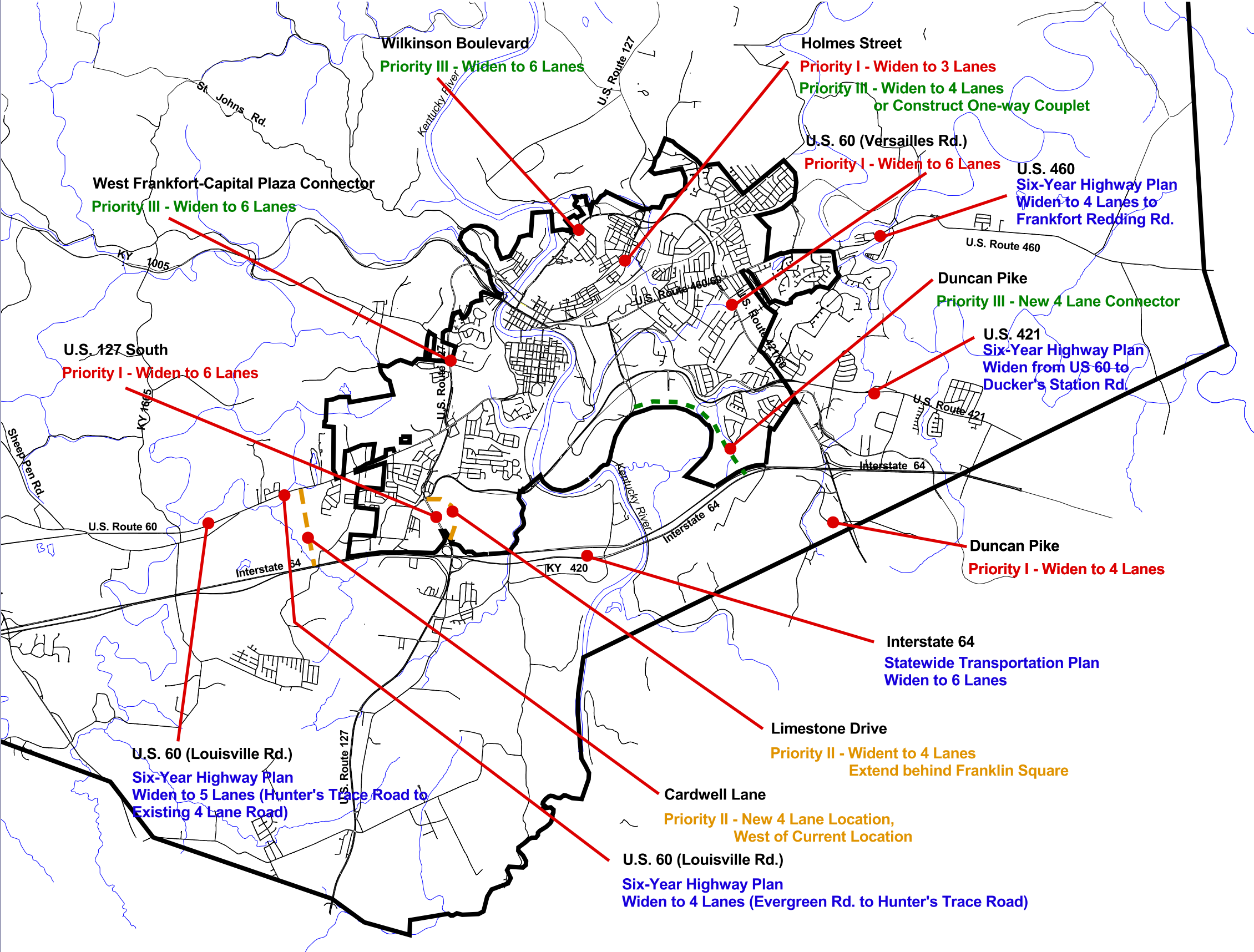
The transportation plan also provides several suggestions to improve pedestrian and bicycle connectivity to lessen the amount of vehicular traffic. These include improvements in the downtown area as well as the development of a bike trail through the Rails to Trails program.

Further information on the process, goals, and recommendations can be found in the *Final Report of the Frankfort Urban Area Transportation Study* dated May, 2000, incorporated herein by reference.



# Frankfort/ Franklin County Plan

Transportation Plan - Urbanized Area



## Section 6: Community Facilities Plan

Everyone in the community would agree that growth impacts every aspect of the community. To ask the average resident the pros and cons of development would result most likely in a long list of negatives including overcrowded schools, costly public utilities, the lack of parks and numerous other ill effects. However, when the impacts on various community facilities addressed as part of a comprehensive plan, it is much easier to address the problem and plan solutions in advance of the growth. Fortunately for both the City and the County, many of the community facilities have well established records of planning for the future and have set up their own institutional planning efforts.

The following sections provide a summary assessment of various community facilities, including in some instances, policy recommendations intended to help insure the goals and policies of this plan are met. Some of the information and verbiage is taken, where appropriate, from the 1994 Frankfort/Franklin County Comprehensive Plan.

### Water Supply and System

Much of Franklin County is served with public water service, although some of the more rural or rugged areas of the county are not yet completely served. Currently only the extreme northwestern and northeastern areas of the county are without public water service.

The primary source of treated water for distribution in Frankfort and Franklin County is the Frankfort Electric and Water Plant Board (FEWPB). The current water treatment plant has the capacity to treat 18 million gallons of water per day. Peak demand for treated water is currently 14 million gallons per day with average demand well below that number. The FEWPB continually monitors the demand and capacity of the existing system in order to assess what improvements will be required over the next five years.

The water distribution system in Frankfort/Franklin County is not under the control of any one agency or provider. The FEWPB provides water service to the central portion of the county including the City of Frankfort. Five rural water providers including the Elkhorn, Farmdale, North Shelby Water Company, Peaks Mill, and U.S. 60 water providers provide water to outlying portions of Franklin County. As growth continues, the rural providers, with limited financial and technical resources, will be pressed to provide water service at the level currently provided. This plan recommends that opportunities for consolidation of water service providers be examined and pursued as practicably possible.

Provision of water service, by capacity, should be examined as a planning tool. Water service should be made available to all residents of Franklin County. However, lines should be sized to accommodate or encourage only that land use type and intensity recommended by this plan.

## Sewage System

As of the date of this plan, the City of Frankfort, Sewer Department, operates the only sanitary sewer system in Frankfort and Franklin County. The sanitary waste water collection and treatment system consists of sanitary sewage collection lines extending throughout the City of Frankfort and extending beyond the City boundaries in some areas (i.e., industrial areas located on the southeast quadrant of I-64 and U.S. 60). The Frankfort Wastewater Treatment Plant is located on the west side of the Kentucky River just northeast of Bellepoint.

The Frankfort Sewer Department currently plans to expand treatment capacity at its plant from 6.6 million gallons per day to 9.9 million gallons per day. It is anticipated that this increase in capacity will adequately handle additional demand created by the growth anticipated by this plan. It is anticipated however that the collection system will experience capacity problems in some areas during the planning period. In particular, the extreme eastern, western, and southern portions of the existing service area may experience such problems. The Frankfort Sewer Department is currently studying these potential problems and anticipates that any problems encountered can be adequately addressed. In addition, sewer line extensions and improvements are being evaluated and prioritized in the Frankfort/Franklin County 201 Facilities Plan. Specific details and locations for each of these extensions are available to the public within the 201 Facilities Plan at the office of the Frankfort Sewer Department.

Franklin County also has 35 “package” sanitary sewage treatment plants serving small areas or developments. Fifteen of these plants are located in the southwest portion of the County. Although these individual wastewater treatment systems allow development to occur in areas and at densities not otherwise allowed, ongoing upkeep and maintenance of these plants is a problem. On-site sewage disposal systems, also widely used throughout Franklin County, can be problematic. Poor soils for on-site sewage disposal systems, shallow soils, subsurface rock structures and sinkholes are just a few of the problems that plague on-site sewage disposal in Franklin County. With these considerations in mind, many of the land use development policies and implementation strategies of this Plan recommend that a significant portion of development occur in areas reasonably served by sanitary sewers.

## Electric and Natural Gas Service

Four different electricity providers currently serve Frankfort and Franklin County. The south-central portion of the county, including the City of Frankfort, is served by the Frankfort Electric and Water Plant Board (FEWPB). The Plant Board purchases its electricity wholesale from Kentucky Utilities. Current FEWPB receiving facilities can handle 200 megawatts with current demand at the 150 megawatt level. Demand is expected to double to 300 megawatts over the next ten to fifteen year period. Plans are underway to upgrade facilities to accommodate that demand.

Kentucky Utilities serves a portion of the county as does Shelby County Rural Electric and Bluegrass Energy Company. These electric utility providers have adequate capacity and do not anticipate service difficulties over the planning period.

The City of Frankfort, as well as some areas of Franklin County, are served with natural gas by Columbia Gas of Kentucky and West Kentucky Gas. Typically, expansion of the Columbia Gas service area occurs only on an “as requested” basis with developers or users installing the new lines.

## Recreation

The majority of recreational facilities and programs for Franklin County are provided by the City of Frankfort Parks and Recreation Department. In Franklin County, however, Franklin Fiscal Court owns and operates its own recreational facility, Lakeview Park. Both recreational providers have ongoing plans to improve the quality and quantity of recreational opportunities for citizens of Frankfort and Franklin County.

The City Parks and Recreation Department is, at the time of this plan, making facility improvements to two passive recreational facilities, Riverview Park and Forthill Park. These improvements will make these facilities more user friendly and attractive to residents. The Recreation Department also recognizes that, in order to better serve residents, swimming pools at Juniper Hill Park and East Frankfort Park will need to be updated and expanded in order to meet the additional demand generated by the growth anticipated by this plan.

Franklin County, at Lakeview Park, is considering various improvements to facilities. Potential improvements include the addition of tennis courts, lighting for softball fields, and the addition of a group meeting facility.

## Public Protection Services

### Police

Police protection for residents of Frankfort and Franklin County is provided by three law enforcement agencies or entities. The Frankfort Police Department provides police services within the city limits. The Franklin County Sheriff's Department provides policing for the unincorporated portion of the County as does the Kentucky State Police. The entire county is served by an enhanced E-911 system.

### Fire

Fire protection is provided to areas within the City of Frankfort by the Frankfort Fire Department. The Franklin County Fire Department provides fire service to unincorporated Franklin County. However, there is a great deal of cooperation between the departments as well as the sharing of some facilities. Both

departments have full-time firefighters increasing the quality of fire fighting efforts. Over the next ten to twenty years, both departments plan to continue updating equipment and facilities to serve the additional growth anticipated by this plan as well as existing residents and businesses.

#### Emergency Medical Service

All ambulance services are provided to residents of Frankfort and Franklin County by the Frankfort Fire Department. The Franklin County Fire Department responds to all emergency medical calls within the County as first responders. All Franklin County fire personnel are trained and certified as emergency medical technicians. Disaster and Emergency Services for all of Franklin County are delivered by the Franklin County Fire Department.

### Public Healthcare

Frankfort and Franklin County are well served by medical services and facilities. The Franklin County Health Department, private practice nurses and physicians all provide health care services. The community is served by one hospital, the Frankfort Regional Medical Center. The healthcare field, more than most, is very responsive to service demands. Thus, over the period of time covered by this plan, it is anticipated that the additional growth projected will not cause healthcare service problems.

### Education Facilities

Although Frankfort and Franklin County are also served by private schools providing classes and educational opportunities to elementary and middle school students, this Plan will focus on public educational facilities. The community is directly served by one post-secondary education institution, Kentucky State University (KSU). It serves the continuing education and adult educational needs in the community. It is not foreseen that the growth anticipated by this plan will adversely impact KSU. The University appears to be well positioned to handle any additional demand for services created by the growth anticipated by this plan.

Frankfort and Franklin County are served by two public school systems. The Frankfort Independent School System serves the Frankfort area. Over the planning period the Frankfort School System foresees little problem handling growth this plan anticipates, based primarily on the fact that most of the new residential development is projected for areas outside the current school system boundaries. The school system does anticipate that it will have to renovate and add to Frankfort High School.

The Franklin County School system is already planning to accommodate growth that should occur within its boundaries. Over the period of time covered by

this plan, the Franklin County School System anticipates that it will need two additional elementary schools and will need to make additions to four existing schools. Renovations will be needed at other schools. In summary, it would appear that the local school systems are well positioned or plan to be well positioned to handle additional demand that may occur

## Hazardous Waste and Household Waste Landfills

Concerns have been raised in parts of the community regarding the possibility of an expanding landfill or the potential creation of a new landfill site in Franklin County. In an effort to discuss the community concerns for the location and/or expansion of landfills, a public meeting was held to discuss these concerns and identify several issues that should be considered as part of any development of hazardous waste or landfill regulatory measures. These issues include, but are not limited to the following:

- Location relative to residential neighborhoods
- Protection of environmental and other natural features
- Public involvement
- City and/or County involvement
- Surrounding land uses
- Compliance with local, state, and federal mandates





## Section 7: Implementation Strategy

The long-term success of the Frankfort/Franklin County Comprehensive Plan rests largely on the techniques and programs selected by the City and County to implement the plan. A plan without a strategy for implementation provides little direction for improving community needs. The City and the County should further explore implementation strategies so to provide real change in accordance with the goals and objectives contained within this document. A significant amount of work has been completed that sets forth the County's anticipated demand and land absorption needs for new residential and industrial land uses through the year 2020. Likewise, information has been collected that provides the City and County with an assessment of the vacant land area capacity to accommodate additional growth both from a land use and an environmental perspective. This understanding of "land demand" and "land capacity" serves as the framework for the goals and policies of the Plan, which in turn is the framework for the land use portion of the plan. The purpose of this section of the Comprehensive Plan is to provide a description and framework of potentially suitable techniques for implementing the Frankfort/Franklin County Comprehensive Plan.

This chapter provides an overview of various land use implementation techniques or programs grouped into three major categories: regulatory techniques, public facilities planning, and financing techniques. Each of these techniques or programs should be considered by the City and County as possible approaches for implementing the Comprehensive Plan.

### Comprehensive Plan

The most important implementation strategy is the use of the plan to make decisions regarding land use and growth. Many of the thought processes that are used to make zoning or public improvement decisions on a site-by-site basis have been utilized in the creation of this plan to develop a vision for all of Frankfort and Franklin County, evaluating the impact of such decisions on the entire study area versus evaluating the impact on only the surrounding properties.

As stated earlier, this plan acknowledges that zoning is the planning tool that is meant to be used to detail how each individual parcel of land is to be used. On a broader scale, this plan recognizes that the community can not be neatly subdivided into uses that are completely segregated from each other. There will be instances where the development of a commercial use is ideally suited for a parcel that is within a residential or industrial area. To compensate for the often inflexibility of zoning, this plan provides a checklist for the City's and County's decision makers to decide if a particular development will benefit not only the entire community but the surrounding neighborhoods and employment centers.



An example of how this plan should be used is if a developer proposes a new single family home in an area designated as an Urban Neighborhood within the City of Frankfort. Referring to the land use plan text, you can see that, in fact, single family homes are strongly encouraged in the Urban Neighborhoods. Under current zoning, the development may be required to have large setbacks and a sizable lot compared to the surrounding properties. However, if the Planning Commission reviews and uses this plan, they can recommend that the use be permitted provided that the construction of the new single-family home should take into consideration the setbacks, density and scale of surrounding uses. The Planning Commission can also require sidewalks. As you can see, the provided Land Use and Development Guidelines will serve as a checklist for approving new development. These guidelines were formed from the goals and objectives as well as the recommendations of the public.

## Regulatory Techniques

The two most commonly used regulatory tools as they relate to land use planning are zoning and subdivision regulations. The purpose of zoning and subdivision controls are to regulate the use and development of land in such a way that the overall public health, safety and welfare is maximized, negative impacts of development on surrounding areas are mitigated, and to establish standards for the quality of the built environment.

One of the first steps in the implementation of this Plan is to conduct a basic update to the City and County's land use regulations. Many of the regulations are outdated and inadequate to manage the growth pressures facing the community. Piecemeal adjustments over the past years has detrimentally affected the integrity of the regulations. A basic review of the structure and purposes of the zoning districts, the definitions and pattern of permitted uses for each district, and the intensity and density standards should be reviewed and updated. Similarly, the regulations designed to mitigate negative land use impacts, such as landscaping, parking, and access standards need to be modernized, as do the design standards related to subdivisions. Lastly, the development review process – zone changes, variances, site plan reviews, planned unit development, special use permits, and others should be reviewed to insure that the community is getting the quality it deserves while being fair and efficient for the development community.

Beyond this general need for improvements to the current land use regulations, there are some specific approaches that should be considered. Based upon the Comprehensive Plan, the following are specific areas of land use regulations that should be emphasized and improved in order to implement the plan.

## Improved Commercial Development Standards

It is imperative that Frankfort/Franklin County improve the quality of development standards for commercial development. This is particularly important given that much of the commercial development is occurring at the major interstate interchanges which serve as the “front door” into the community. Further, the corridors between the interstate and the historic core of the City create important first impressions of the community. The community should develop and improve site planning standards that address the following issues:

- Site Configuration and Layout
- Landscaping
- Signage
- Access Management Techniques
- Building Materials
- Pedestrian Connections
- Lighting

It is particularly important that the community develop improved standards for large retail structures and centers that tend to dominate the visual appearance of commercial corridors.

Improving upon site plan standards and review procedures will further the implementation of the policies related to community quality and character in this Plan.



## Cluster Zoning

Also known as “open space subdivisions,” the principles behind cluster development design guidelines are intended to create development in a rural area that preserves rural character. As an alternative to the traditional subdivision, these regulations would involve site planning guidelines and incentives designed to encourage the preservation of open spaces, particularly as they relate to environmentally sensitive areas.

Through the use of lot clustering, an overall gross density can be maintained or possibly increased while preserving open space. The use of open space subdivisions, or cluster zoning, allows for the preservation of rural character while accommodating reasonable development.

## Minimum Zoning Density Standards

One of the central concepts of the Comprehensive Plan is the creation of a more compact urban form, meaning that development is encouraged to occur in and around existing developed areas currently served by infrastructure, rather than in a less efficient and desirable sprawled pattern. Under this policy, the community is encouraged to view existing served areas as valuable resources. In furtherance of this policy, the City or County may wish to consider the use of minimum densities, as well as the traditional maximum densities in selected urban zoning districts. For example, in an area that has existing sewer and water service, the average maximum size of a residential lot may be restricted, discouraging rural development within areas that should be reserved for more urban density.

This approach ensures that urban development is sufficiently dense, thus supporting appropriate infrastructure investments. It also limits the pressure on rural land, by insuring that more development is absorbed within the urban area.

## Binding Elements

Another way the community can improve upon the quality of its new development or redevelopment is through the establishment of binding elements. The most common form of a binding element is a developer's agreement tailored to each individual project and then is signed by both the City or County and the developer. These agreements clearly establish specific standards by which the community is assured that the development will be constructed according to the plans approved by the City or the County.

Binding elements can be very general and only include basic information on land uses and open space. Other agreements are very specific and place standards on building appearances, percentage of open space and impervious surfaces, enclosures of storage areas, and financial guarantees for improvements.

## Overlay Zoning

The City and County should explore the development of simple and flexible overlay zoning techniques to deal with particular planning problems. An overlay zone is a mapped zone that imposes a set of requirements and a review process

over existing zoning districts. When an overlay zone is put into place it acts as a second layer of zoning to accomplish a specific purpose while maintaining the existing underlying zoning regulations. In most cases the underlying zoning requirements remain the same; however there is an additional set of development guidelines or requirements that must be followed if the subject property falls within an overlay zone. In some instances, overlay zones may modify the existing zoning district requirements. Overlay zones can be a vehicle to accomplish many goals in the plan.

Overlay zoning may be used as a technique to incorporate the improved commercial standards discussed above, as well as the open space zoning concept. Overlay zoning may also be used to address a variety of other types of planning issues. For example, overlay zoning can be used to improve the review process associated with historic areas and environmentally sensitive areas. Overlay zoning approaches should be explored as a method to protect environmentally sensitive areas such as the hillsides along the Kentucky River.

## Public Facilities Planning

The following strategies relate to public facilities planning and financing. Unlike regulatory approaches which are essentially reactive in nature (meaning that they only “come into play” when and if land is proposed to be developed), public facilities planning and financing techniques are more proactive. They are designed to encourage the community to stay ahead of development through the use of coordinated public facilities planning, the community can use the provision of infrastructure to guide the location and form of development rather than simply responding to market forces.

## Capital Improvements Planning

The most basic component of a system that attempts to link land use planning with capital facilities planning is a Capital Improvement Plan (CIP). A CIP identifies the forecasted capital facilities systems needed to support projected growth and development pursuant to the Comprehensive Plan over 5, 10, and 20-year increments. For example, it is desirable to develop thoroughfare plans, sewer service plans, water service plans, and others using the Comprehensive Plan as a guide. Cost estimates may then be made for those forecasted improvements, with those costs being phased in or out over time. In fact, the various service providers are currently engaged in capital facilities planning. The challenge for the community is to coordinate current and future capital facility planning efforts with the Comprehensive Plan, specifically with the land use plan and associated population and employment forecasts.

## Adequate Public Facilities Program

One of the simplest growth management techniques is the use of an Adequate Public Facilities program (APF) requiring new development be approved only when and if adequate public facilities will be available to serve it at the time of actual development. Also known as a “concurrency” requirement, this approach provides standards for ensuring that new facilities are available concurrent with the demand for those facilities created by new development.

An adequate public facilities program requires several elements. First, minimum levels of service standards are needed in order to define “adequate” for various types of services. These standards may be of an engineering nature for services such as sewer, water, and roads, while public policy is often necessary for other types of services such as fire protection, libraries, and parks.

Typically most communities require regulations that a developer provide on site public facilities within a particular development through the use of subdivision regulations. An adequate public facilities program addresses the off-site facilities that may be affected by development of land.

## Impact Fees

An impact fee is a tool that requires a developer to pay a proportional share of the cost of expanding off-site public facilities that are affected by a particular development. It is a more system-wide approach than an adequate public facilities program. Impact fees are most commonly used for roads, sewer, water, and parks. The purpose of impact fees is to create a method of transferring some of the community’s cost of growth to the developer.

The use of impact fees is closely associated with capital facilities planning in that they require the existence of a public facility plan tied to growth forecasts, cost estimates for public improvements, and a rational allocation of those costs to anticipated new development.

Impact fees can be an effective tool for mitigating the cost of new development; however it may not be used to cure existing deficiencies unrelated to new development. Impact fees, when determined to be legally permissible in the State of Kentucky, should be examined for use and application in Frankfort and Franklin County.

